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Previous informal reports in typewritten form have described the steps taken by the Technical Board of the Milbank Memorial Fund in the development of the Health and Tuberculosis Demonstrations, in cooperation with the New York State Department of Health and the operating agencies, notably the New York State Charities Aid Association and the New York Association for Improving the Condition of the Poor. This report, the first of a series which the Technical Board proposes to issue in this quarterly form, is designed to cover the main developments since the first of the year 1923. Through this channel the Advisory Council and the Board of Directors of the Fund will be kept informed as to progress made in the several Demonstration units.

The chief facts may be briefly related as follows:

ORGANIZATION

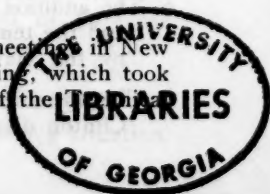
Advisory Council

While the Advisory Council has held no meeting during this period, the following developments may be reported:

1. The addition of the following members: Dr. Thomas P. Farmer, Health Commissioner of Syracuse; Dr. Frank P. Graves, Commissioner of Education, New York State; Dr. Veranus A. Moore, Cornell University; and Dr. William H. Park, New York City.
2. The appointment of a special Committee on Bovine Tuberculosis to cooperate with the authorities in Cattaraugus County. This committee consists of Dr. Theobald Smith, Chairman, Dr. Veranus A. Moore, and Dr. William H. Park.

Technical Board

The Technical Board has held regular monthly meetings in New York City, with the exception of the March meeting, which took place in Syracuse. The activities and decisions of the



Board will be indicated in the discussion below. At this point, however, it may be stated that two important subcommittees have been created as follows:

1. Committee for the Selection of Control Towns, consisting of Dr. Hermann M. Biggs and Mr. Homer Folks. This committee has under tentative consideration the selection of Rochester, Utica, and Yonkers as controls for Syracuse, and of Dutchess, Jefferson and Chautauqua as control counties for Cattaraugus.
2. A committee on medical scholarships for Cattaraugus and fellowship arrangements for Syracuse, consisting of Dr. Linsly R. Williams and Dr. James Alexander Miller.

Conference Committee

This committee has held meetings practically on a weekly basis and has given consideration to many details of the programs being developed in the demonstration communities.

PROGRESS OF THE DEMONSTRATION UNITS

Cattaraugus County

The outstanding developments in connection with Cattaraugus County, growing out of deliberations by the Technical Board or resulting from local activities in Cattaraugus itself may be itemized as follows:

1. The creation by the Board of Supervisors of a County Health District, including the two main cities of Olean and Salamanca—the first General Health District in New York State.
2. The appointment of a Board of Health and the designation of Dr. H. A. Pattison (of the National Tuberculosis Association) to serve as temporary Health Officer.
3. The appropriation by the County Board of Supervisors of \$2,000 to cover the expenses of the Board of Health to May 1st.
4. The authorization of a Committee on By-Laws and a Committee on Finance of the Board of Health.
5. The designation of Olean as the site for the County Laboratory and a request for a study of the laboratory situation by an expert sent from the State Department of Health.
6. The addition of several nurses to the local nursing personnel, and the temporary loan of a public health nursing supervisor by the State Department of Health.
7. The initiation of a tuberculosis case finding survey in the Clinton district of the county.

8. The perfection of an arrangement for the cooperative establishment of a health library in conjunction with the County Board of Health.
9. The selection by the County Board of Health of Dr. Leverett D. Bristol as permanent Health Officer. Dr. Bristol is at present Professor of Public Health at the University of Minnesota and was previously, among other things, State Commissioner of Health in Maine. He will be available to start work on April 1st.
10. The preparation by the Secretary of the Technical Board of a series of thirteen health letters to be used in Cattaraugus County, and possibly in Syracuse, advising the public through the press of the significant features of the demonstration plan and the fundamental principles of personal hygiene as applied to tuberculosis control and health promotion.
11. The reception of an offer from the Trudeau School of three scholarships for Cattaraugus County physicians, and the perfecting of arrangements to take advantage of this offer.
12. The appointment of a special Committee on Bovine Tuberculosis, as previously noted, to work with the county authorities in the expenditure of the \$6,000 appropriated by the Board of Supervisors for the extension of the bovine tuberculosis control measures.
13. Consideration of a plan for the April meeting of the Technical Board in Cattaraugus County.

Syracuse

The outstanding developments in connection with Syracuse may be enumerated as follows:

1. At a joint meeting of the Tuberculosis Executive Committee of the State Charities Aid Association, and the Technical Board, on December 28th in New York City, the selection of Syracuse as the site for the upstate second class city demonstration was recommended to the Board of Directors of the Milbank Fund, this action being confirmed by the Fund on January 5th.
2. Since that date representatives of the Technical Board, and particularly of the State Charities Aid Association as the operating agency, have held numerous conferences with Dr. Thomas P. Farmer, Commissioner of Health of Syracuse and with other representatives of Syracuse health, medical and social agencies. These conferences have resulted in several definite studies and projects now under way, including:
 - a. An analysis of the tuberculosis clinic and nursing situation.

- b. A study of health educational facilities and the development of a plan for extension of the same.
 - c. A study of maternity and infant welfare activities.
 - d. The development of a project for the control of diphtheria and other contagious diseases.
 - e. A study of fundamental statistical procedure and needs.
 - f. A study of the possibilities of more effective cooperation of the local voluntary health groups.
 - g. Investigation of fellowship possibilities for health workers in other communities, to be developed in conjunction with the demonstration plans and in cooperation with Syracuse University—in accordance with plans to be perfected by the Technical Board subcommittee mentioned above.
 - h. Consideration of other administrative needs in the health situation, in particular of the possibilities of a full time Health Officer.
 - i. Plans for other intensive appraisals of the local health situation, all aiming at the balanced rounding out of a comprehensive program, in such fields as industrial hygiene, school hygiene, social hygiene, public health nursing, etc.
3. In addition to personal conferences numerous meetings have been attended and addressed in Syracuse, including:
- a. A meeting with community leaders in health, medical, industrial and other related groups, addressed by members of the Technical Board.
 - b. A somewhat similar gathering under the auspices of the Rotary Club.
 - c. A meeting of the Medical Society addressed by the Secretary of the Technical Board.

The March meeting of the Technical Board in Syracuse on the 21st gave the Board an admirable opportunity to confer further with local leaders, to visit numerous local institutions and organizations, and to gather a very intimate, first-hand picture of the health problems presented by the community.

Three specific projects had been prepared by the Health Commissioner of Syracuse in cooperation with the Sanitary Supervisor of the State Department of Health, State Charities Aid Association, the local voluntary health agencies, and with the assistance of representatives of the Technical Board. These projects were presented at a joint conference of the members of the Technical Board, representatives of the Health Commissioner and his staff, and representatives of the voluntary health agencies, which was

held during the afternoon, March 21st, in the Common Council Chamber. These projects were fully discussed and recommended by the Conference to the Technical Board for its consideration and approval. The following is a brief abstract of each project:

Tuberculosis Project

Plans for More Adequate Control of Tuberculosis

The suggested plan for the extension of tuberculosis work provides for the increase in the facilities of the existing clinic and the development of the service so as to reach a larger number of persons.

So far as practicable it is desired to bring under medical care every person in Syracuse suffering from tuberculosis. Those persons under the care of private physicians will be given information and assistance in order to carry out the directions of their physicians. Those persons suffering from the disease and without means for the securing of private care, will be urged to attend the tuberculosis clinic where additional facilities will be provided. Every possible effort will be used to secure sanatoria and hospital care for active cases and the attempt will be made through the examination of contacts, under-nourished children and others to discover those predisposed to tuberculosis and those suffering from the disease in its incipiency, in order that measures may be taken to prevent the occurrence of tuberculosis and to provide for its relief before it becomes incurable. The specific methods recommended include the following:

1. The extension of the clinic service with additional hours for consultations as they become necessary.
2. An increase in the number of physicians in the clinic with service in the homes for indigent cases.
3. An increase in the number of nurses, with a larger and more complete home service than has been possible up to the present.
4. The search for contacts or patients suffering from tuberculosis and the more extensive examination of such contacts both by private physicians and in the tuberculosis clinic.
5. The examination of certain groups for tuberculosis, such as undernourished school children, industrial groups, groups of food handlers, etc.
6. A careful compilation of existing records and reports and the study of these reports to determine the prevalence and distribution of tuberculosis in its relation to districts, age, race stocks, etc., in Syracuse.

It is hoped that during the preliminary period of from six to nine months sufficient information may be secured to determine with reasonable accuracy the total number of cases of tuberculosis in Syracuse and the necessary requirements in order to secure adequate treatment for every case.

Communicable Disease Project

Plans for the Extension of the Present Facilities for the Control of Communicable Diseases

It is suggested that the present system of communicable disease control be extended so that, as far as practicable, every case of communicable disease be brought to the attention of the Department of Health, in order that every person suffering from such disease, and all contacts in families in which such disease occurs, may be fully informed as to methods of isolation and quarantine, and that in addition, measures be taken to prevent the spread of infection, especially by food handlers, school children, etc. So far as possible all cases of communicable disease will be given hospital care. Efforts will be made to see that patients, not admitted to hospitals, receive adequate medical and nursing care in their homes. In the case of indigent patients medical and visiting nursing care may be provided when such care could not be furnished from private resources and when hospitalization is impracticable.

The specific methods supplementing the present activities include the following:

1. Appointing a director of the Bureau of Communicable Diseases.
2. Increasing the number of physicians for diagnosis, investigation, special immunization measures against certain diseases, and the verification of diagnosis in the more serious diseases such as smallpox, scarlet fever, and diphtheria. More adequate provision for the detection and control of carriers.
3. Increasing the number of nurses available in the Department of Health for systematic investigations of cases of communicable diseases and the securing of cultures and other laboratory specimens in such diseases as diphtheria, typhoid fever, malaria, pneumonia, etc. Also for the instruction of patients regarding isolation and quarantine, and for home visiting nursing service in certain cases.
4. Extension of the facilities for smallpox and typhoid vaccination and a vigorous campaign for the popularization of Schick testing and immunization against diphtheria.
5. The securing of complete records on all cases of communicable diseases and the intensive study of such records from the epidemiological standpoint.

Health Education Project

Plans for the Development of Public Health Education

It is suggested that the present facilities for public health education be extended so that the public may be made acquainted with the aims of the demonstration and so that, as far as practicable each person living in Syracuse may be informed as to the principles of public health. It should be the aim of this activity to make known to those living in Syracuse the various laws and regulations relating to health and sanitation, with the reasons why such regulations are necessary for the protection of the public. Information regarding health will be spread by the publication of a monthly bulletin and through lectures, posters, moving picture exhibits, etc. A vigorous campaign will be carried on to promote regular and systematic physical examinations by private physicians, in industries, in schools, and in public and private institutions.

So far as practicable the elementary rules of personal hygiene and the knowledge of the common methods of preventing disease will be made known to all persons living in Syracuse.

The specific methods suggested are:

1. The organization of a branch of the general administration office of the Department of Health for the publication of a monthly bulletin for the public in general, the publication of the weekly bulletin for physicians, nurses and health workers, the general circulation of health articles, etc., and the use of health films, posters, etc.
2. The employment of a full time expert in health education in the Department of Education for the extension of health education in the public schools through teaching the principles of health, lectures, moving pictures and other measures to secure a greater interest in health and the encouragement of those measures known to increase resistance and promote health. Similar measures in the parochial schools under direction of the department of health.
3. The extension of the health education activities of the Onondaga County Tuberculosis and Public Health Association for popular health education. In general the general extension to the public of those measures used by health education teachers in schools, through the use of films, posters, newspaper articles, etc. The collection and publication of reports and methods of health needs and requirements of the city of Syracuse.

At a meeting at the Onondaga Hotel in the evening, the Technical Board with the Health Commissioner gave further detailed

consideration to each project, approved them in principle and adopted a resolution recommending their formal approval by the Board of Directors of the Milbank Memorial Fund and further recommending the authorization of the proposed expenditure subject to a conference with the fiscal authorities of the city.

New York City

1. From the A. I. C. P., with the cooperation of the New York Tuberculosis Association, the Technical Board has now received the following reports:
 - a. Report giving comparative information on the seven New York districts originally studied.
 - b. Outline of a tentative plan for a New York City demonstration.
 - c. A statement presenting certain advantages to be found in the Bellevue-Yorkville District.
 - d. A further report giving fundamental data on three additional districts and combining the information for the entire ten districts analyzed.
2. Additional reports being prepared will shortly be in the hands of the Technical Board as follows:
 - a. Report indicating the relative expenditures for health in the several districts studied.
 - b. Report indicating the effects upon tuberculosis and general death rates in Manhattan of statistical corrections for age and residence.
3. A great deal of attention is also being given to the general question of organizing for a health demonstration in New York City, the interrelation which will exist between city voluntary agencies, official departments, etc.; and the indication of effective cooperation, should a district finally be selected, is genuinely encouraging.
4. At the request of the Technical Board the A. I. C. P. is also endeavoring to ascertain the attitude of city-wide agencies toward a demonstration in New York City, and of local agencies toward a demonstration in certain more favorable districts. In this manner the degree of assurance of cooperation and participation by established agencies is being ascertained.
5. In the discussions in the Technical Board of the factors involved in a demonstration in New York City it has become increasingly evident that the original 100,000 population limit might with advantage be raised, and it is probable that a recommendation to the effect that this population be increased to a figure somewhat in the neighborhood perhaps of 200,000 will ultimately be forthcoming from the Technical Board.

6. Further developments have taken place in Brooklyn, The Tuberculosis Committee of the Brooklyn Bureau of Charities' proceeding with the development of data on Brooklyn areas somewhat similar to those presented by the A. I. C. P. for Manhattan districts. The possibilities of a demonstration in Brooklyn were recently further discussed at a luncheon in Brooklyn, at which representatives of the Technical Board conferred with representatives of the Brooklyn Bureau of Charities, the Brooklyn Chamber of Commerce Health Committee, and the Health Committee of the Kings County Medical Society.

GENERAL CONSIDERATIONS

In addition to the foregoing activities dealing particularly with the demonstration units, the Technical Board has taken action along certain other lines as follows:

1. The continuation of certain statistical analyses for the upstate areas, being conducted under the direction of Dr. Otto R. Eichel of the State Health Department, and covering an analysis of leading causes of death, age and sex corrections, a forecast of the effects upon mortality of comprehensive health programs, etc. It is expected that several more weeks will be necessary for the completion of a report on these studies.
2. The discussion of financial procedure, including
 - a. The most effective method of handling of funds by the operating agencies, for and in cooperation with the local demonstration units and the agencies participating therein.
 - b. A routine method for submitting budgets from the operating agencies to the Technical Board for endorsement and recommendation to the Board of Directors of the Milbank Fund.
3. A preliminary analysis by the Secretary of the Technical Board of the general functions of the Board and Secretary, the relationship of the same to the operating agencies, etc.
4. An analysis by the Secretary of the Technical Board of the literature issued by the Burke Foundation for possible consideration by the Board as to the relationship of the convalescent care program of this Foundation to the health demonstration program.
5. An analysis by the Board Secretary of material to be published in the section of the Milbank Memorial Fund annual report dealing with the work of the Technical Board.

March 23, 1923.